



Office of the City Manager

CONSENT CALENDAR
December 10, 2019

To: Honorable Mayor and Members of the City Council
 From: Dee Williams-Ridley, City Manager
 Submitted by: Phillip L. Harrington, Director, Department of Public Works
 Subject: Referral Response: Telegraph Avenue Loading Zone and Customer Parking Pilot Project Evaluation and Next Steps

RECOMMENDATION

Adopt a Resolution marking the successful completion of the Telegraph Avenue Loading Zone and Customer Parking pilot project, making the pilot parking changes permanent, and authorizing the City Traffic Engineer to establish similar loading zone and/or customer parking regulations in all parking meter districts citywide, based on staff parking demand analysis, at the request of adjacent merchants, and/or in consultation with local business associations.

FISCAL IMPACTS OF RECOMMENDATION

Future meter revenue is expected to remain at the level collected from June 30 through October 31, 2018 totaling \$16,842, although demand and resulting parking revenue may fluctuate if meter rates are adjusted as part of goBerkeley Program pricing adjustments. Effectively managed loading zones and the addition of general metered parking increases access to adjacent businesses for deliveries and for customers, which could also lead to increased sales tax revenue. Enabling metered loading zones elsewhere in the City could extend these benefits accordingly.

CURRENT SITUATION AND ITS EFFECTS

This report responds to referral #2016-58, which originally appeared on the April 1, 2014 Council meeting agenda and was sponsored by then-Mayor Tom Bates, and unanimously approved on consent.¹ Council also unanimously passed Resolution No. 68,256-N.S. on December 5, 2017, authorizing staff to implement a pilot project to evaluate the use of parking meters in loading zones to improve parking availability and regulatory compliance on Telegraph Avenue between Bancroft Way and Dwight Way.²

¹ April 1, 2014 – Consent Calendar: Conversion of Loading Zones on Telegraph Avenue between Bancroft Avenue and Dwight Way into Regular Metered Parking with Morning Commercial-Loading Hours <http://bit.ly/2xDQV8R>

² December 5, 2017 – Referral Response: Conversion of Loading Zones on Telegraph Avenue between Bancroft Way and Dwight Way into Regular Metered Parking with Morning Commercial Loading Hours; Amending BMC Title 14 <https://bit.ly/2T8POGa>

Pilot Project Implementation Cost

The pilot project was implemented in June 2018. The pilot project cost \$66,320 expending from the University of California, Berkeley Long-Range Development Plan (LRDP) settlement agreement fund.

Pilot Project Changes

Prior to the pilot project, commercial loading zones on Telegraph Avenue between Bancroft Way and Dwight Way were unpaid and signed for loading only between 6 a.m. and 6 p.m., Monday through Saturday. No parking was allowed between 10 p.m. and 6 a.m.

Under the pilot, twenty-seven single-space parking meters were installed in these areas. New parking meters were included under the goBerkeley parking program, which already manages parking in the Southside/Telegraph commercial area. These parking spaces are available for:

- Commercial loading only from 6 a.m. to 11 a.m., with a 20-minute limit and payment required from 9 a.m. to 11 a.m.; and
- General parking from 11 a.m. to 10 p.m., with a two-hour limit and payment required from 11 a.m. to 6 p.m.

Additionally, as included in Council's authorizing resolution, two closely spaced bus stops were consolidated into one location at the existing bus bay on the east side of Telegraph Avenue at Haste Street.

Pilot Results

Field observations were conducted in August 2017 and September 2018, prior to and during the pilot project, to evaluate the effects of the parking changes. In general, the pilot changes were effective in improving parking availability and compliance with posted regulations, resulting in:

- 194% increase in overall compliance (i.e., rules governing parking and loading activity and adherence to posted time limits);
- 50% increase in commercial loading activity when such activity was allowed (6 a.m. to 11 a.m.); and
- 40% increase in use of curbside parking when general parking was allowed (11 a.m. to 10 p.m.).

In particular, the increase in parking use indicates that more customers are able to find parking, and that the addition of parking meters and/or time limits encourage turnover. The increase in loading activity during the window of time reserved for commercial loading indicates that the shift to a morning loading time supports increased use of these parking spaces by non-loading uses later in the day.

A more detailed summary of pilot findings is provided as Attachment 2: Summary of Pilot Program Results.

Next Steps

Based on the results summarized above and in Attachment 2, the Telegraph Avenue Loading Zone and Customer Parking Pilot has been successful. In addition to reducing illegal parking and loading behavior, it increased parking availability. Staff therefore recommend that the new parking meters and restrictions introduced as part of the pilot remain in place to continue to manage parking demand in this area.

These results suggest that paid loading zones can be an effective tool in the City's parking management toolbox. Under BMC Section 14.44.010, which was modified to enable the pilot project, the City Traffic Engineer is authorized to "determine and mark loading zones in metered or unmetered areas..." As warranted by staff analysis of need, the request of adjacent merchants, and/or the request of business or merchant association leadership, staff recommend that the City Traffic Engineer install additional paid loading zones in existing meter districts to more effectively manage parking and loading activity.

BACKGROUND

On April 1, 2014, Mayor Tom Bates submitted a referral for the City Manager to "examine the costs and time associated with yellow-zone [sic] conversion" to regular metered parking with morning commercial loading hours. Primary goals of this action were increasing the supply of parking in the Telegraph area, and to alleviate visitors' perceptions of parking shortages while continuing to allow vehicle loading and unloading for businesses. The referral also sought to improve traffic flow and safety for bicyclists and drivers by reducing the number of double-parked vehicles during peak business hours.

The Telegraph Avenue Loading Zone and Customer Parking pilot project is a Strategic Plan Priority Project, advancing our goals to provide well-maintained infrastructure and to foster a dynamic, sustainable, and locally-based economy.

ENVIRONMENTAL SUSTAINABILITY

The conversion of unmetered commercial loading to metered commercial and general parking has led to increased parking and loading activity, indicating that drivers may be finding parking more easily, thus reducing vehicle miles traveled and emissions caused by circling for a spot. This shift from all-day commercial loading to morning commercial loading may decrease freight traffic in the area at other times, potentially reducing emissions and congestion from this activity overall.

RATIONALE FOR RECOMMENDATION

Evaluation of the pilot program shows that parking activity increased, as did overall compliance with parking regulations. Making the pilot parking changes permanent would continue to deliver these positive benefits in the Telegraph area. This recommendation

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satisfies a number of City of Berkeley 2011 Southside Plan objectives³ including improving customer and visitor parking and access to the Telegraph Avenue commercial district and ensuring the most efficient use of existing parking.

ALTERNATIVE ACTIONS CONSIDERED

Council could choose not to approve making the pilot parking changes permanent. This would require staff time to uninstall the meters and replace parking signage with previous signage, reverting on-street parking on Telegraph Avenue between Dwight Way and Bancroft Way to non-metered commercial loading only 6 a.m. to 6 p.m. Monday through Saturday. This would likely reduce parking availability and customer access to businesses in the area.

CONTACT PERSON

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Attachments:

- 1: Resolution
- 2: Summary of Telegraph Avenue Loading Zone and Customer Parking Pilot Program Results

³ City of Berkeley 2011 Southside Plan: <https://www.cityofberkeley.info/southsideplan>

RESOLUTION NO. ##,###-N.S.

AFFIRMING THE SUCCESS OF THE TELEGRAPH AVENUE LOADING ZONE AND CUSTOMER PARKING PILOT PROJECT, MAKING THE PARKING CHANGES PERMANENT, AND ENABLING METERED LOADING ZONES IN PARKING METER DISTRICTS CITYWIDE

WHEREAS, Mayor Tom Bates submitted City Council Referral #2016-58 at the April 1, 2014 council meeting, requesting that staff analyze restrict loading zone times and adding metered parking for the general public on Telegraph Avenue between Bancroft Way and Dwight Way; and

WHEREAS, the City Council unanimously passed Resolution 68,256-N.S. at the December 5, 2017 Council Meeting directing staff to initiate the Telegraph Avenue Loading Zone and Customer Parking Pilot Project on Telegraph Avenue between Dwight Way and Bancroft Way, including the installation of parking meters, signage, and curb painting at existing parking bays; and

WHEREAS, Council further directed staff to consolidate two existing bus stops on Telegraph Avenue at Haste Street and Durant Avenue into one bus stop; and to install metered loading zones at the former bus bays at Haste Street and Durant Avenue, as necessary per the City Traffic Engineer; and

WHEREAS, following direction from Council, staff installed twenty-seven goBerkeley parking meters on Telegraph Avenue between Bancroft Way and Dwight Way, and installed signage stating that up to twenty-minute commercial loading activity would be allowed between 6 a.m. and 11 a.m., with payment required for loading from 9 a.m. to 11 a.m.; and two-hour general metered parking would be allowed from 11 a.m. to 10 p.m., with payment required from 11 a.m. to 6 p.m.; and

WHEREAS, in coordination with AC Transit, staff consolidated the two bus stops at Haste Street and Durant Avenue into one stop at Telegraph Avenue and Haste Street; and

WHEREAS, staff collected data prior to and during the pilot project, and found that parking and loading activity that complied with Berkeley Municipal Code (BMC) requirements increased 194%, and that use of the curbs increased, reflecting an increase in parking availability and turnover; and

WHEREAS, these findings indicate that implementing paid commercial loading in the morning and new general metered parking from midday to the evening increased the effectiveness of loading zones and reduced instances of BMC non-compliance (i.e., unlawful parking and loading activity); and

NOW THEREFORE, BE IT RESOLVED by the Council of the City of Berkeley, that the Telegraph Avenue Loading Zone and Customer Parking Pilot Project shall hereby be concluded with successful results, and that parking meters and associated restrictions put in place under the pilot project shall remain in place to manage parking and loading activity in this area.

BE IT FURTHER RESOLVED that staff shall continue to manage parking pricing and general metered parking time limits at the new Telegraph Avenue parking meters under existing goBerkeley Program guidelines; and that parking signage in this area may be revised for improved comprehension if warranted per customer and merchant feedback.

BE IT FURTHER RESOLVED that the City Traffic Engineer shall be authorized to implement further paid commercial loading zones in existing parking meter districts citywide under BMC Section 14.44.010, based on staff parking demand analysis, at the request of adjacent merchants, and/or in consultation with local business associations. .

Summary of Telegraph Avenue Loading Zone and Customer Parking Pilot Project Results

Introduction & Methodology

Evaluation of the pilot project took place in stages, with staff and volunteers recording observations of parking and loading activity August 2017 and September 2018, prior to and during the pilot project. Observations covered a day of parking activities from 8 a.m. to 5 p.m. for both the before and during data collection periods. This timeframe covers the majority of the workday, including much of the activity expected to occur in the project area. Changes in parking behavior were analyzed based on the number of instances of parking activity observed that met certain criteria, e.g., use of parking areas for passenger loading; parking for up to two hours; possession of valid permit to use a loading zone, etc.

Prior to the pilot project, commercial loading zones on Telegraph Avenue between Bancroft Way and Dwight Way were unpaid and signed for loading only between 6 a.m. and 6 p.m., Monday through Saturday. No parking was allowed between 10 p.m. and 6 a.m.

Under the pilot, twenty-seven single-space parking meters were installed in these areas. New parking meters were included under the goBerkeley parking program, which already manages parking in the Southside/Telegraph commercial area. These parking spaces are available for:

- Commercial loading only from 6 a.m. to 11 a.m., with a 20-minute limit and payment required from 9 a.m. to 11 a.m.; and
- General parking from 11 a.m. to 10 p.m., with a two-hour limit and payment required from 11 a.m. to 6 p.m.

During times when only commercial loading is permitted, only vehicles with a commercial license plate, a valid City of Berkeley Business License bumper permit, or vehicles with commercial logo or lettering may use the area for up to twenty minutes, and must be actively loading or unloading. Passenger loading may take place for up to three minutes only. During general parking times, parking and/or loading activity may take place within the posted time limit, with payment required for this activity when posted.

Overall Compliance

“Overall compliance” refers to parking and loading behavior that adheres to requirements as set forth in the Berkeley Municipal Code, including:

- Commercial loading of twenty minutes or less by commercial vehicles and vehicles with Berkeley business license decals between 8 a.m. and 11 a.m. at designated loading zone areas; and

- Parking for two hours or less between 11 a.m. and 5 p.m. at designated general parking areas.⁴

After the pilot was implemented, there was an increase in 20% of curbside parking use, reflecting increased parking availability and turnover. Of that activity Overall compliance increased from 29% in 2017 to 67% in 2018 during the pilot, a 194% change.

Loading Zone Activity & Findings

During the window of time when loading activity was permitted, use of the commercial loading zone by permitted vehicles that were not double parked increased by 17%. However, while commercial loading activity at the curb increased 50%, there was a 129% increase in double-parking of vehicles commercial loading, possibly owing to the new limited loading zone hours.

General Parking Activity & Findings

During times when general parking is allowed, instances of parking, commercial loading, and/or passenger loading increased by 48% over the study period. Regulatory compliance by these vehicles, defined as activity that does not involve double parking, increased by 16%.

The proportion of commercial loading out of all parking activity during this time is small, and decreased slightly from 16% to 13%. While the proportion of passenger loading activity remained relatively constant both before and during the pilot project, double-parking among this activity group increased by 89%. This may be due to increased use of ride-hailing services as well as more limited parking spots due to compliant parking users.

Instances of Double Parking

While double parking activities accounted for approximately one quarter of all observations both before and during the pilot, there was a 45% increase in observed instances of double parking in 2018. However, the proportion of very short double parking sessions increased in 2018, with half of instances of double parking in the study area observed to last less than one minute.

⁴ Note: Compliance analysis did not include meter payment because mobile payment options are difficult to track by manual observers.

**Telegraph Avenue Loading Zone and Customer Parking Pilot Project
Before (2017) and During (2018) Pilot Data**

	Observed Instances		Percent of Total Instances		Change from 2017 to 2018	
	2017	2018	2017	2018	Instances	Percentage Change
Total number of observed instances of parking:	<u>623</u>	<u>785</u>	100%	100%	162	26%
Vehicles parked 20 minutes or less	515	687	83%	88%	172	33%
Vehicles parked 21-120 minutes	97	81	16%	10%	-16	-16%
Vehicles parked for longer than 120 minutes	10	17	2%	2%	7	70%
Compliance**	179	526	29%	67%	347	194%
Parking Use during Loading Zone time	171	206	27%	26%	35	20%
Commercial loading	36	54	21%	26%	18	50%
<i>Double-parked</i>	7	16	19%	30%	9	129%
Passenger loading	88	95	51%	46%	7	8%
<i>Double-parked</i>	46	33	52%	35%	-13	-28%
General parking	47	57	27%	28%	10	21%
<i>Double-parked</i>	8	6	17%	11%	-2	-25%
Compliance (Loading & Not Double-Parked)	71	100	42%	49%	29	17%
Parking Use during General Parking time	452	579	73%	74%	127	28%
Commercial loading	74	73	16%	13%	-1	-1%
<i>Double-parked</i>	33	29	45%	40%	-4	-12%
Passenger loading	145	161	32%	28%	16	11%
<i>Double-parked</i>	44	83	30%	52%	39	89%
General parking	233	345	52%	60%	112	48%
<i>Double-parked</i>	18	53	8%	15%	35	194%
Compliance (Not Double-Parked)	357	414	79%	72%	57	16%
Parking (Curbside) - Use						
Commercial loading	74	82	12%	10%	8	11%
Passenger loading	143	140	23%	18%	-3	-2%
General parking	254	343	41%	44%	89	35%
Parking (Curbside) - Total:	471	565	76%	72%	94	20%
Double Parking - Use						
Commercial loading	36	45	6%	6%	9	25%
Passenger loading	90	116	14%	15%	26	29%
General parking	26	59	4%	8%	33	127%
Double Parking - Total:	152	220	24%	28%	68	45%
Double Parking - Duration						
Less than 1 minute	59	110	39%	50%	51	86%
1 to 6 minutes	59	74	39%	34%	15	25%
7 minutes or longer	34	36	22%	16%	2	6%

